Document No. 017

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Date: 5 Jun 79   By: 02

MEMORANDUM FOR: Deputy Director (Support)

SUBJECT   : CIA's Language Program

1. Several months ago OTR began a comprehensive review of CIA's language program with the aim of determining whether our present efforts in this field are satisfying Agency requirements and, if not, what new courses of action ought to be undertaken. The review is still in progress and our preliminary conclusions are obviously tentative. Nevertheless, they involve several points of sufficient interest to warrant bringing them to your attention even at this stage of the review.

2. Perhaps at the outset, several important external developments should be recorded (Tab A). While none of these affects CIA directly, their indirect, and particularly their cumulative, effect will undoubtedly influence some of our judgments about the language problem.

3. CIA's Present Language Development Program

   a. Background

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   _____, issued 4 February 1957, established CIA's present Language Development Program which consists of:

   (1) Directed Language Training Program
   (2) Voluntary Language Training Program
   (3) Language Awards Program

   DTR is responsible for general direction of the Language Development Program and for the training facilities involved. The Deputy Directors are responsible for determining language requirements within their components and for assuring that their personnel meet such requirements. The Director of Personnel, with the collaboration of DTR, maintains a current inventory of the language skills of all staff personnel.

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b. Directed Language Training Program

The directed program involves internal training facilities operated by OTR and external facilities in the U. S. and abroad operated by other agencies, institutions, or private concerns. Students in the directed program study during official hours on a full-time or part-time basis. OTR can provide internal training in 20 languages and can arrange external training in virtually any language desired. The language staff has been aggressive in keeping abreast of external training opportunities to avoid developing unnecessary duplications in courses and facilities. The inter-agency "roundtable" that CIA organized has been especially helpful for this purpose. Tab B reflects the number of students and the number of languages taught in the directed program during each of the last four years.

c. Voluntary Language Training Program

The VLTP includes off-duty language training at overseas stations as well as the very sizable after-hours program conducted by OTR. At present the latter, which utilizes regular CIA employees almost exclusively in its "volunteer instructor corps," can provide instruction in 15 languages. Tab B shows the number of students and languages taught in the VLTP during the past four years. Figures for the current year include 33 new JOT's and their wives who asked to be enrolled in after-hours language courses in addition to their regular JOT instructional program.

d. Language Awards

Since the Awards Program was inaugurated in February 1957, there have been 1,027 initial achievement awards and 1,225 annual maintenance awards. The total cost of the program through FY 1959 has been $234,675 and the FY 1960 cost may approximate $300,000.

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4. **CIA's Language Requirements and Language Skills**

    a. **Requirements**

    Although some components have surveyed their language requirements from time to time, a study of CIA's over-all requirements has never been made. We believe such a study is essential for any real examination of our language problem and for any realistic planning to meet our language needs. To this end, and to assist the Deputy Directors in determining language requirements, OTR suggests an immediate survey of such requirements in each component, working through the members of the Language Development Committee. The survey will be handicapped by the lack of clear-cut policies as to languages and degrees of proficiency required in various jobs. But it will constitute an important beginning and will provide an extremely useful tool for approaching some of the important policy questions with which I am convinced we must shortly come to grips.

    b. **Inventory of Skills**

    Soon after the Language Development Program was announced in 1957, the Office of Personnel and OTR developed a language questionnaire which was distributed to all employees. The results of this survey were put on machine records which are kept up to date and which constitute the Agency's basic inventory of language skills. In 1957 OTR launched a companion testing program to verify the proficiencies claimed by employees on their language questionnaires. Both the questionnaires and the proficiency tests are features of the Language Awards Program and the testing is entirely voluntary. To date, only about 25% of those employees claiming language proficiencies have been tested. Hence our language inventory, although complete in its coverage of Agency employees, has not been adequately verified. We are taking vigorous action to step up the testing program, with the hope of verifying at least 75% of the claims

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within the next six months. Heretofore, tests have been given only in Washington. We are planning to extend them to major overseas stations and also are increasing their frequency.

A copy of the current inventory is attached (Tab C). It shows the number of employees claiming some proficiency in each language and the number who have been tested. It also shows the number of persons who demonstrated a useful level of proficiency (intermediate or higher) on testing.

5. Comments and Observations

a. General

Even in the absence of a statement of CIA's over-all language requirements, and taking our inventory of claimed skills at face value, it is clear that some very serious deficiencies exist. For example, useful levels of proficiency are almost non-existent in such languages as Vietnamese, Thai, Hindustani, and Indonesian. And critical shortages are apparent in many other important languages such as Arabic, Chinese, and Japanese. When our survey of language requirements is completed and is matched against a verified inventory of skills, I am sure the results will be quite disturbing.

It is also increasingly clear that our voluntary language training program, despite the energy that goes into it and the fairly large number of students participating, will not solve many of CIA's language problems. The overwhelming number of students in the program are enrolled at the beginning and elementary levels and the great preponderance (about 75%) are studying only the four world languages—French, German, Spanish, and Russian.

b. Directed Language Training Program

It is apparent to me that our directed training program is the one on which we must rely for any significant number of persons with useful levels of language proficiency.

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And it is our _only_ means of training students in many
of the esoteric languages. Yet during FY 1959 only
130 persons enrolled in full-time language courses
(with another 480 receiving part-time directed training).
During the same period, the State Department enrolled
430 of its 3,500 FSO's in twelve or more weeks of full-
time language training! I believe CIA must very shortly
face up to some fundamental policy decisions (see
paragraph 5., e. below) with respect to directed
language training.

c. _Voluntary Language Training Program_

An impressive number of students have been attending
off-duty language courses in Washington and at many over-
seas stations. However, a close analysis of the languages
they are studying and the degrees of proficiency they are
attaining makes it clear that this can never be more than
an auxiliary program. Its value lies in:

     (1) promoting increased interest in language
training generally;
     (2) identifying talented individuals who
should recieve directed training;
     (3) building a foundation which permits accel-
erated training for students who go on to _directed_
courses;
     (4) enabling a small group of individuals who
already possess some proficiency to maintain and
increase their proficiency.

I believe some adjustments must be made in the VLTP,
particularly: (1) the tightening up of admission require-
ments to eliminate curiosity seekers and misfits; (2) a
shift of emphasis away from the beginning levels of the
common European languages so that increased emphasis
can be placed on the languages in short supply and on
the _intermediate_ levels of all languages. Some adjust-
ments along these lines have already been made. When
our review of the whole language program is complete,
the need for others may also emerge.

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d. Awards

Our present awards program was designed to stimulate
interest in language training generally and to reward
"effort to achieve and maintain language proficiency."
It has been a useful and worthwhile venture. However,
I think the time is at hand to shift the emphasis from effort
to utility. Specifically, I think awards for elementary
levels of skill, certainly in Class I languages (the easy
ones), should be eliminated. And our scale of awards
should be reckoned, not by how hard a language is to
learn, but rather by how much CIA needs that language
and will benefit from the recipient's possession of it.
These observations need to be supported by further study
before firm recommendations can be made.

e. Long-Range Goals

When our review of the language program is completed,
I think it will point up convincingly the need for specific,
clear-cut statements of Agency policies and long-term goals
in the language field. Our present policy statements are too
general and have no teeth in them. Again I want the benefit
of more information and more intensive study before recom-
mending the policies and goals we ought to adopt. But I
have these in mind:

     (1) A policy that will identify the categories of
CIA employees for whom specified degrees of lan-
guage proficiency are required, and a companion
policy tying these standards of proficiency into
promotion practices.

     (2) A policy that will require the identification
of positions, or proportions of positions, in each
overseas station which can be filled only by indi-
viduals possessing a language commonly used at
that station.

     (3) Mandatory language proficiency testing for
all employees required by the foregoing policies to
have a language skill. Proficiency (or aptitude)
testing should also be a routine part of the EOD

process for all new professional employees and for
any other new employee who claims a language skill.

(4) Clearer recognition of the requirement for
developing increasing numbers of area specialists
who are linguistically qualified, and companion
policies to prevent discrimination against such
specialists in competitive promotions and assignments.

(5) A better appreciation of the need for long-
range planning in connection with language develop-
ment. In DD/P the annual programming process might
well incorporate language requirements.

6. I would welcome any thoughts you may have on any aspects of
this problem and as our review of the language program progresses I
will keep you informed of any significant developments.

MATTHEW BAIRD
Director of Training

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          1 - DD/P } 9 Nov 59

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EXTERNAL DEVELOPMENTS AFFECTING CIA'S LANGUAGE PROGRAM

1. AMENDMENT TO FOREIGN SERVICE ACT

On 10 September 1959 the Senate passed (by voice vote) the "omnibus" amendment to the Foreign Service Act (S-2633). Included in its provisions are the following sections:

(a) "Policy Sec. 500"

"It is the policy of the Congress that chiefs of mission and Foreign Service officers appointed or assigned to serve the United States in foreign countries shall have, to the maximum practicable extent, among their qualifications, a useful knowledge of the principal language or dialect of the country in which they are to serve, and knowledge and understanding of the history, the culture, the economic, and political institutions, and the interests of such country and its people."

(b) "Foreign Language Knowledge Prerequisite to Assignment Sec. 578"

"The Secretary shall designate every Foreign Service Officer position in a foreign country whose incumbent should have a useful knowledge of a language or dialect common to such country. After December 31, 1963, each position so designated shall be filled only by an incumbent having such knowledge: Provided, that the Secretary or Deputy Under Secretary for Administration may make exceptions to this requirement for individuals or when special or emergency conditions exist. The Secretary shall establish foreign language standards for assignment abroad of officers and employees of the Service, and shall arrange for appropriate language training of such officers and employees at the Foreign Service Institute or elsewhere."

(c) "Relationship Between Promotions and Functional and Geographic Area Specialization Sec. 526"

"The achievement of the objectives of this Act requires increasing numbers of Foreign Service officers to acquire functional and geographic

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area specializations and to pursue such specializations for a substantial part of their careers. Such specialization shall not in any way inhibit or prejudice the orderly advancement through Class 1 of any such officer in the Foreign Service."

The House has not considered this Bill as yet and there has been no indication of its probable action. However, the Senate hearings generated considerable publicity and revealed a lively public interest in the problem. Especially active among the sponsors of the Bill was Senator Saltonstall.

2. OCB REPORT ON U. S. PERSONNEL OVERSEAS

The OCB in 1958, and again in 1959, stressed in its report on U. S. Personnel Overseas the importance of having "agencies concerned with language training strengthen their facilities for such training."

3. STATE DEPARTMENT ACTIONS

In November 1956 the Secretary of State established the policy that each Foreign Service officer "will be encouraged to acquire a 'useful' knowledge of two foreign languages, as well as sufficient command of the language of each post of assignment to be able to use greetings, ordinary social expressions," etc. The acquisition of a "useful" knowledge of French, German or Spanish is expected of every FSO by 1962 (or within 5 years of appointment). And officers who fail to measure up will find their advancement blocked (FS Cir. #227, 16 Aug 57). "Acquisition of a second foreign language most appropriate to the officer's area of development or of most assistance to him in his functional specialization will be encouraged."

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4. REPORT OF SENATE COMMITTEE ON GOVERNMENT OPERATIONS

In the spring of 1959, a subcommittee headed by Senator Humphrey of the Senate Committee on Government Operations conducted a study of the Federal Government's foreign language training programs. In the foreword to the subcommittee report (#153, 7 Apr 59) Senator Humphrey said:

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"It is time we give full recognition to the indisputable fact that foreign language training is indispensable to our military effort, to our diplomatic successes, to our overseas economic programs, and, without question, the key to our ability to win friends throughout the world. It is high time that we do something about it."

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		No. of Students					No. of Languages		
	FY	57	58	59	60*	57	58	59	60
INTERNAL									
Directed									
Full Time		35	51	73	48	7	6	8	6
Part Time		374	296	402	273	12	12	18	13
Voluntary			562	704	478		14	18	12
EXTERNAL									
Full Time									
U. S.		30	59	45	13		20	14	8
Overseas		10	11	12	7		4	5	4
Part Time									
U. S.		87	54	78	10		15	22	4
Overseas			346	████	omplete)		24	17	
TOTAL		536	1,309	████	829				

*Figures for '60 include a small number of dependents

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LANGUAGE	CLAIMED	NO. OF TESTS	COMPREHENSIVE		SPECIALIZED			
			Interm	High	Interm R	3	High R	S
Afrikaans	17	0						
Albanian	13	8	0	3	3	1	2	0
Amharic	1	1						
Arabic, modern written	9	16	1	0	3	2	2	3
Arabic, Egyptian	6	0						
Arabic, Iraqi	?	0						
Arabic, Lebanese	13	0						
Arabic, Saudi	2	0						
Arabic, Syrian	?2	0						
Arabic, Western	3	0						
Armenian, Western	11	1	0	0	0	0	0	0
Armenian, Eastern	1	0						
Azerbaijani	2	0						

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LANGUAGE	CLASSED	NO. OF TESTS	COMPREHENSIVE		SPECIALIZED			
			Interm	High	Interm R	3	High R	S
Bashkir	2	C						
Bengali	3	C						
Bicolano	1	0						
Bisayan	1	0						
Brazilian	2	0						
Bulgarian	76	34	2	0	14	3	14	0
Burmese	6	2	1	0	0	0	0	0
Cambodian	1	2	0	0	0	0	0	0
Catalan	7	0						
Cheremissian	1	C						
Chindau	1	0						
Chinese, Cantonese	29	0						
Chinese, Fukianese	1	0						
Chinese, Pekinese	1	C						
Chinese, Hakka	2	0						

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LANGUAGE	CLAIMED	NO. OF TESTS	COMPREHENSIVE		SPECIALIZED			
			Interm	High	Interm R	S	High R	S
Chinese, Hsiangshan	3	0						
Chinese, Taishan	1	0						
Chinese, Kuoyu	4	0						
Chinese, Kwangtung	1	0						
Chinese, Mandarin	260	108	14	5	15	12	26	7
Chinese, Shanghai	4	0						
Chuvash	1	0						
Czech	92	44	4	2	10	8	12	2
Danish	80	30	.1	C	6	2	16	2
Dutch	91	33	4	1	11	1	5	1
Esperanto	2	0						
Estonian	3	0						
Faroese	9	0						
Finnish	31	17	2	2	4	1	3	4

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LANGUAGE	CLAIMED	NO. OF TESTS	COMPREHENSIVE		SPECIALIZED			
			Interm	High	Interm		High	
					R	S	R	S
Flemish	5	0						
French	3643	1056	93	49	225	134	268	88
Frisian	2	0						
Gaelic, Irish	4	0						
Gaelic, Scotch	2	0						
Georgian	3	0						
German	2474	689	70	73	99	79	62	24
German, Swiss dialect	1	0						
Greek	186	58	2	5	12	7	4	7
Hebrew	22	0						
Hindustani, Hindi	17	1	0	0	0	1	0	0
Hindustani, Urdu	2	0						
Hungarian	54	24	2	4	3	1	5	3
Icelandic	11	3	0	0	1	0	0	0
Ilocano	1	0						
Indonesian	42	15	5	0	3	1	1	0

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LANGUAGE	CLAIMED	NO. OF TESTS	COMPREHENSIVE		SPECIALIZED			
			Interm	High	Interm		High	
					R	S	R	S
Italian	651	190	8	5	41	31	51	15
Interlingua	2	0						
Japanese	355	94	14	10	9	11	4	2
Judeo-Spanish	2	0						
Kachin	3	0						
Karelian	1	0						
Kazakh	2	0						
Kirghiz	2	0						
Komi, Zyrian	1	0						
Korean	33	7	2	1	2	1	0	1
Kurdish	1	0						
Laotian	1	0						
Latin	53	0						
Lettish	6	0						
Lithuanian	27	0						
Macedonian	8	0						
Malay	8	0						
Mongolian	7	0						

LANGUAGE	CLAIMED	NO. OF TESTS	COMPREHENSIVE		SPECIALIZED			
			Interm	High	Interm		High	
					R	S	R	S
Mordvinian	1	0						
Norwegian	96	29	1	1	11	2	8	6
Okinawan	1	0						
Pangasinan	1	0						
Papiamento	2	0						
Pashto	4	0						
Persian	40	13	1	0	7	4	4	0
Polish	221	77	8	2	16	9	23	7
Portuguese	211	73	11	1	21	5	22	3
Provencal	1	0						
Romontsch	2	0						
Romanian	50	12	1	0	5	1	2	1
Russian	1201	479	37	14	88	68	102	32
Serbo-Croatian, Serbian	84	25	0	0	10	2	8	2
Serbo-Croatian, Croatian	14	9	1	0	4	0	2	1
Sinhalese	1	0						

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LANGUAGE	CLAIMED	NO. OF TESTS	COMPREHENSIVE		SPECIALIZED			
			Interm	High	Interm R	S	High R	S
Slovak	57	1	0	0	1	0	0	1
Slovenian	21	0						
Spanish	2154	472	59	18	89	45	125	27
Swahili	7	7	0	0	2	0	1	0
Swedish	117	49	6	4	10	4	9	1
Syriac	1	0						
Tajik	4	0						
Tagalog	1	0						
Tahitian	1	0						
Tartar	2	0						
Thai	28	6	0	0	1	2	2	0
Tibetan	4	1	0	0	0	0	0	0
Turkmen	2	0						
Turkish	65	18	0	4	1	0	5	2
Uigur	1	0						
Ukrainian	63	1	1	0	0	0	0	0
Urdu	15	0						

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LANGUAGE	CLAIMED	NO. OF TESTS	COMPREHENSIVE		SPECIALIZED			
			Interm	High	Interm		High	
					R	S	R	S
Uzbek	3	0						
Vepse	1	0						
Vietnamese	17	3	0	0	1	0	0	0
Votyak	1	0						
Welsh	2	0						
Wendish	2	0						
White Russian, Byelorussian	10	0						
Yiddish	36	0						

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LANGUAGE	CLAIMED	NO. OF TESTS	COMPREHENSIVE		SPECIALIZED			
			Interm	High	Interm		High	
					R	S	R	S
Italian	651	190	8	5	41	31	51	15
Interlingua	2	0						
Japanese	355	94	14	10	9	11	4	2
Judeo-Spanish	2	0						
Kachin	3	0						
Karelian	1	0						
Kazakh	2	0						
Kirghiz	2	0						
Komi, Zyrian	1	0						
Korean	33	7	2	1	2	1	0	1
Kurdish	1	0						
Laotian	1	0						
Latin	53	0						
Lettish	6	0						
Lithuanian	27	0						
Macedonian	8	0						
Malay	8	0						
Mongolian	7	0						

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FULL-TIME LANGUAGE TRAINING   7 October 1959
(In classes now or to begin
remainder of ~~1960~~ Calendar 1959)

Tabulated by Component

NE	6
AF	1
FE	8
SR	2
EE	9
ORR	1
OO/FDD	3
LOG	1
O/DDI	1
DDP Dependents	3
Total	35

FULL-TIME LANGUAGE TRAINING   8 October 1959

Tabulated by Language

ARABIC   5

CHINESE   10 (includes 1 dependent)

FRENCH   4 (includes 1 dependent)

GERMAN   11

PERSIAN   2

RUSSIAN   3 (includes 1 dependent)
                           _____

                  Total   35

PART-TIME LANGUAGE TRAINING   7 October 1959
(In classes now or to begin
remainder of ~~1940~~) calendar 1959)
Tabulated by Component

TSS	1
IO	1
NE	6
FI/OPS	4
WE	7
FE	11
PP/SPD	1
AFRICA	4
EE	17
CI	5
WH	1
SR	12
FI/D	2
OPSER/RID	8
OCR	12
OO/FDD	1
OO/CONT	1
OTR	3
SRS/DDI	2
COMPT	2
SSA/DDS	1
OCI	5
STATSPEC ███████	4
ORR	35
OSI	18
MED	1
OC	9
OBI	2
DDP Dependents	6
Total	182

PART-TIME LANGUAGE TRAINING   8 October 1959

Tabulated by Language

ARABIC	6
CHINESE	5
FRENCH	25 (includes 5 dependents)
GERMAN	19 (includes 1 dependent)
GREEK	10
HUNGARIAN	4
ITALIAN	4
JAPANESE	12
POLISH	3
RUSSIAN	79
SERBO-CROATIAN	2
SPANISH	5
TURKISH	8

Total   182

VOLUNTARY LANGUAGE TRAINING PROGRAM

NUMBER OF STUDENTS	NUMBER OF COURSES	NUMBER OF LANGUAGES
Number of Students in classes which ended 14 August 1959....... 89	Number of Courses which ended 14 August 1959... 20	Number of Languages given in period which ended 14 August 1959..
		12
Number of Students in present classes...... 389*	Number of Courses at present................ 54	Number of Languages being taught at present........... 10
TOTAL........ 478	TOTAL........ 74	TOTAL........ 22

*This figure includes 33 JOTs and their dependents who entered present VLTP classes or for whom new classes were set up during week ending 9 October 1959.

VOLUNTARY LANGUAGE TRAINING PROGRAM

NUMBER OF STUDENTS	NUMBER OF COURSES	NUMBER OF LANGUAGES
Number of Students in classes which ended 14 August 1959....... 89	Number of Courses which ended 14 August 1959... 20	Number of Languages given in period which ended 14 August 1959.. 12
Number of Students in present classes...... 389*	Number of Courses at present................. 54	Number of Languages being taught at present........... 10
TOTAL........ 478	TOTAL........ 74	TOTAL....... 22

*This figure includes 33 JOTs and their dependents who entered present VLTP classes or for whom new classes were set up during week ending 9 October 1959.

VOLUNTARY LANGUAGE TRAINING PROGRAM

COURSE	DDP	DDI	DDS	O/DCI	DD/C	
Chinese 101		2	3			
102	1	2	1			
103	3	3	1			
105	2	1	2			
Dutch 102	4					
Finnish 201		3				
French 101	20	11	24/ 8 Dep.	3		
102	8	3	8			
201	7	5	6			
Seminar	11		1		2	
German 101	10/ 1 Dep.	14	17/ 2 Dep.	1		
102	4	6	4			USIA - 1
201	3	5	1			
Seminar		2	5/ 2 Dep.			
Italian 101	5					
202	1	2	2			
Japanese 101	2	2	4			
102	3	1	3			
Norwegian 101	3	2	1			
Russian 101	10	23	6	1		USIA - 1
102		2	4			Weather Bur. - 1
104	5	1	2			Weather Bur. - 2
201	6	9	5			

	DDP	DDI	DDS	O/DCI	DD/C
Spanish 101	20	8/ 1 Dep.	8/ 3 Dep.	1	1
102	3	2	3		
203	7	1	2		

LANGUAGES

FISCAL YEAR 1960

INTERNAL COURSES

	No. of Students	No. of Courses	No. of Languages
Full-Time	48	12	6
Part-Time	273	56	13